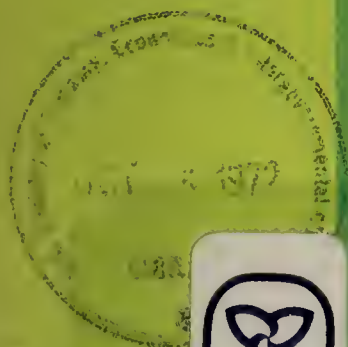


R-REFERENCE

# DESIGN FOR DEVELOPMENT PROSPECTS FOR THE EASTERN ONTARIO REGION



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October 1972

PHASE I:

A report  
on the issues,  
conflicts and  
trends that  
should guide  
citizens,  
community leaders  
and planners  
in shaping  
the region's  
future.

OCTOBER 1972

Ontario Ministry of Treasury, Economics  
and Intergovernmental Affairs  
H. I. Macdonald, Deputy Minister



## ACKNOWLEDGEMENTS

The staff of the Regional Development Branch is grateful for the considerable assistance it has received in this study, from the people of the region, including the Eastern Ontario Development Council (particularly for its report entitled *A Survey and Regional Development Plan for Eastern Ontario*), the Eastern Ontario Regional Advisory Board, local elected representatives, industrial commissioners, tourist associations, representatives of planning agencies, federal and local governments and manufacturing concerns. In addition, other Ontario government ministries provided valuable information and advice.

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## WHAT THIS REPORT HOPES TO ACCOMPLISH

The most important point to note about this booklet is this: although it deals with the question of how the Eastern Ontario Region might best be developed, it is *not a plan* for the region's development.

Rather, it is an analysis intended to stimulate discussion about the future of the region, among the people who live and work there. It will be supported by a much longer, more technical paper resulting from two years of investigation and analysis. Copies of the technical paper will be available on request.

This booklet presents a brief picture of the issues, conflicts and trends in the Ottawa area, the lowland area and the Shield and fringe area. Each area's present situation and future prospects are discussed in terms of its physical resources and its social and economic patterns.

Later in the booklet, various development concepts for the region as a whole are described and illustrated by maps. These concepts, as shown, are, admittedly, simplifications that could never be applied in such "pure" form. However, they do illustrate al-

ternate ways in which the region's growth could be shaped.

This is the eighth in a series of reports on regions in southern Ontario. Papers on the Niagara, Midwestern Ontario, Lake Erie, Lake Ontario, St. Clair, Georgian Bay, and Toronto-Centred regions have already appeared.

The Regional Development Branch hopes this report will provide a sound basis for the beginning of a long-term development plan for Eastern Ontario.

Once a plan has been agreed upon by all levels of government and by the people of the region, it will serve as a guide for governments, businessmen, industrialists, developers and others whose decisions affect and shape the future of the region.

The aims of Ontario's program of regional development were set out in 1966, in a white paper called *Design for Development*. In it, the government announced that because economic growth and social development do not occur evenly throughout the province, a program was being initiated to guide, encourage and assist the orderly and rational development of each of the province's regions.

The basic aims of the program are to enhance the quality of life for the people of Ontario, to encourage private enterprise to prosper within a healthy and balanced community, to improve the effectiveness of provincial services in each region and to conserve our natural resources, including agricultural land, for the benefit of all the people of the province.

## THE EASTERN ONTARIO REGION IN PERSPECTIVE

Eastern Ontario, a region of 922,500 people, is made up of the Regional Municipality of Ottawa-Carleton and the counties of Frontenac, Lanark, Leeds and Grenville, Prescott and Russell, Renfrew, and Stormont, Dundas and Glengarry.

As its name implies, the region covers the entire eastern portion of the province — a 10,000-square-mile triangle formed by the boundaries of the Lake Ontario Region and Algonquin Park on the west, the Ottawa River on the north, and the St. Lawrence River along the southeast.

Ottawa dominates the region itself, but there are important economic and social ties as well to centres outside the region — as evidenced by the pattern of transportation routes. The road and rail system along the St. Lawrence links the region with Montreal and Quebec City to the east, and to Toronto, southwestern Ontario and the mid-west United States to the west. Montreal, only 50 miles to the east, exerts a strong influence on Eastern Ontario. A second major transportation corridor runs along the Ottawa River Valley, linking the region with northern Ontario and with the northeastern United States.

### GENERAL CHARACTERISTICS

Because the nation's capital lies within its boundaries, Eastern Ontario is unique among the regions of the province. Ottawa attracts numerous visitors from across Canada, from the United States and from many other countries of the world and the federal government dominates the economy of the region.

In contrast, however, with the social and cultural amenities of the national capital and the highly paid technical and administra-



tive jobs existing in the federal government, the region also has some of the poorest areas in southern Ontario.

Population growth and economic development have occurred mainly in Ottawa and environs and along the shore of the St. Lawrence River.

Urbanization, so evident in other once-rural parts of southern Ontario, has scarcely touched the region's valuable agricultural areas, such as the eastern dairy belt and the Lower Ottawa Valley.

The region has some of Ontario's finest recreational resources, notably the Thousand Islands, the Rideau and the lakes of the Canadian Shield.

There is a wide range of lifestyles — from the urbane diversions of Ottawa, to the old continental charm of Kingston, the historic character of Perth, and the relative simplicity of the many rural villages.

Attractive scenery and many forms of outdoor recreation lie within easy reach of all the region's cities, towns and villages. Town and country thus balance each other in the styles of residential living, job opportunities and amenities.

Numerous buildings and landmarks in the region date back to the early days of settlement, and the people of Eastern Ontario are proud of their cultural, linguistic and religious heritage.

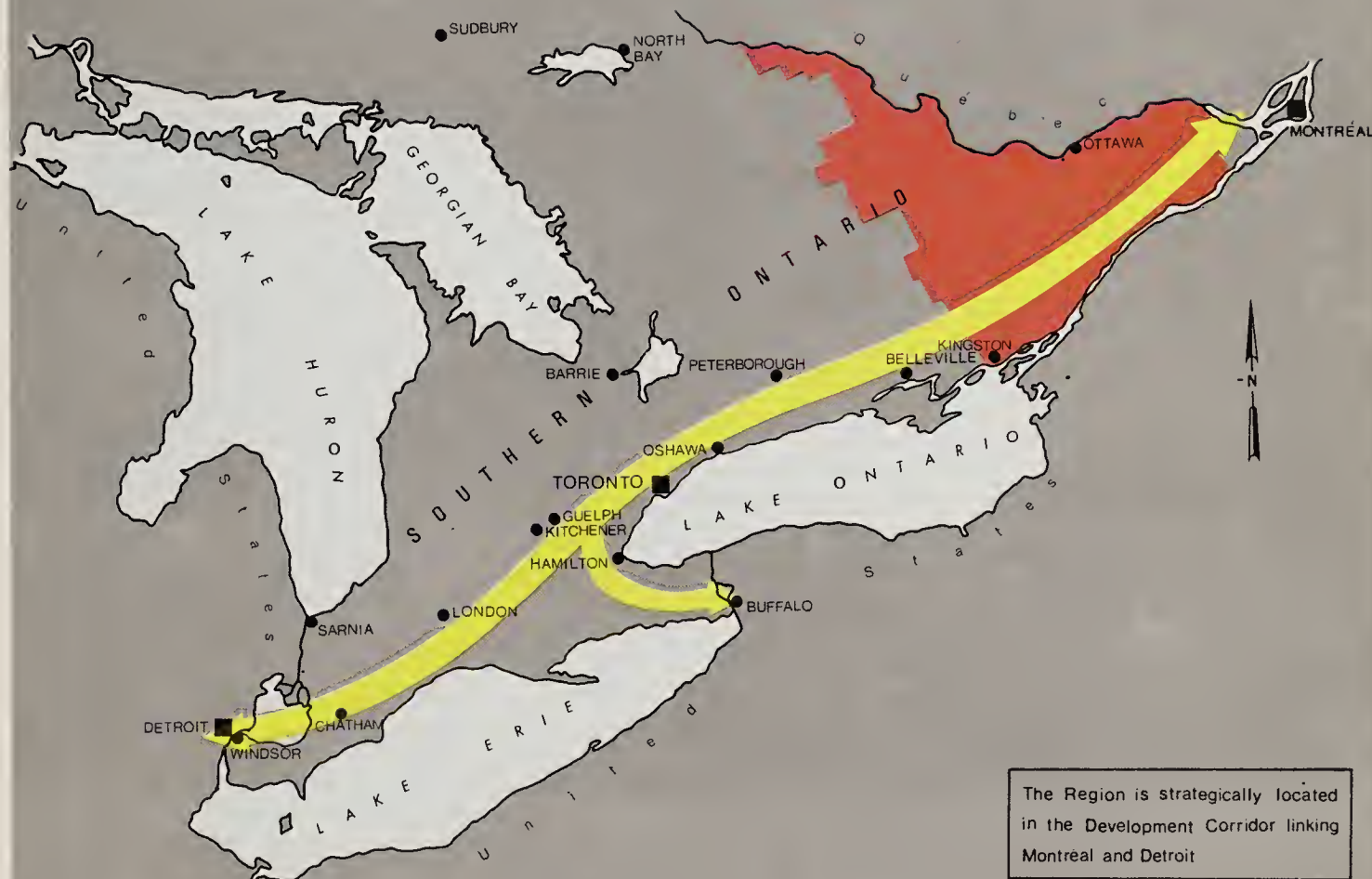
#### POTENTIALS AND PROBLEMS

In any assessment of the Eastern Ontario Region's potentials and the problems inherent in their development, certain specific points should be kept in mind:

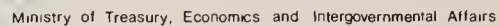
**GEOGRAPHICALLY** the region consists of two distinct areas: the Canadian Shield and the Rideau Lakes, which have good potential for recreation; and the Ottawa Valley and St. Lawrence Lowlands, which contain some good farmland and most of the urban centres.

**THE URBAN SYSTEM** is somewhat lopsided. Mainly centred on Ottawa, it is influenced partly by Toronto but is strongly drawn toward Montreal. More than half the region's 922,500 residents live in the Regional Municipality of Ottawa-Carleton. All the urban centres of more than 5,000 people are

### THE REGIONAL SETTING



SOURCE: Ministry of Treasury, Economics and Intergovernmental Affairs





strung along three corridors — highways 2 and 401 (the Macdonald-Cartier Freeway), highways 7 and 43, and highway 17. The rural population is scattered in between these centres, with the lowest densities in northern Renfrew.

*AMONG URBAN CENTRES*, Ottawa ranks first in size and influence, followed by Kingston and Cornwall, along the St. Lawrence. Brockville, Hawkesbury, Pembroke, Renfrew and Smiths Falls are each important to its own surrounding area; smaller centres serve the needs only of their immediate locales.

*LINGUISTICALLY*, the region resembles Canada as a whole; about three quarters of the population have English as their mother-tongue, the other quarter French. In the eastern counties of Prescott and Russell, the proportion of French-speaking residents runs to about 80 per cent.

*THE LARGER CENTRES*, notably Ottawa, offer a wide range of educational, health and cultural amenities, such as the bilingual University of Ottawa and the National Arts Centre. More basic services (stores, doctors' and lawyers' offices, movie theatres, bowling alleys) are provided throughout many smaller centres.

*THE PUBLIC SECTOR* (government administration and defense) is the region's largest employer, providing jobs for one quarter of the working population. According to Statistics Canada, Ottawa alone has 57,600 federal civil servants, not counting those in political positions and government jobs outside the civil service. The public sector is also strong in Renfrew County, with a Canadian Forces base in Petawawa and the Atomic Energy of Canada operation at Chalk River. Kingston has military colleges, CFB Barriefield, a system of penitentiaries, and other government institutions, plus Queen's University.

*AGRICULTURAL PRODUCTION* is increasing, although total employment and the number of farms have both declined in recent years. Despite economic problems, agriculture is thriving fairly well, particularly in the St. Lawrence Lowland and the Ottawa River Valley. Many dairy farmers have managed to increase their productivity while

wisely diversifying into corn growing and beef cattle raising.

*FOREST RESOURCES* in the Shield area are substantial, although increased mechanization has meant a decline in jobs. Eastern Ontario supplies some of the timber for a considerable number of wood-using industries — numerous sawmills and five pulp mills including three in Quebec.

*MANUFACTURING*, concentrated in Ottawa, Kingston, Cornwall, and Brockville, employs a smaller proportion of people than in other regions of the province. Electronic and computer component manufacturers in Ottawa and chemical manufacturers in Cornwall tend to dominate. In other areas, manufacturing is mixed, with some emphasis on food and beverages.

*TOURISM* is important in most parts of the region. Major attractions are the national capital, the Thousand Islands, the Rideau Waterway, the lakes of the Shield, Fort Henry and Upper Canada Village. The region's basic recreational resources have been greatly improved in recent years through the initiatives of the National Capital Commission, the St. Lawrence Parks Commission and authorities in charge of provincial parks and conservation areas.

*SERVICE INDUSTRIES* — transportation, retail trade, business and personal services, television and radio — along with construction provide jobs for half the working people, mainly in the larger centres.

*MAJOR TRANSPORTATION CORRIDORS* parallel the St. Lawrence and Ottawa rivers, while networks of roads and rails adequately serve the rest of the region. There are port facilities at centres along the St. Lawrence. The major airport in the region is at Ottawa, and most of the population has easy ground access as well to Montreal International Airport. The region has 28 other airfields; Pembroke and Kingston have some passenger services while the others are used mostly for private flying. Bridges at Ivy Lea, Johnstown and Cornwall link the region with the United States.

*MUNICIPALITIES* in the region number 158, ranging from a regional municipality, cities and counties to rural townships and villages.

## PROJECTING PRESENT TRENDS

If present trends continue, the population of the Eastern Ontario Region will likely exceed 1.5 million by the year 2000 — an increase of about 65 per cent. This should mean substantial economic growth. With social services and job opportunities already concentrated in large urban areas, most of this population increase will likely occur in major cities and towns.

The Ottawa area, with the nation's capital, will continue to experience steady increases in population, in its range of social amenities, and in economic opportunities. By the year 2000, its population will likely reach at least 850,000.

Substantial increases in population are also likely in the urban areas of Kingston, Brockville, Cornwall, Hawkesbury and, to a lesser extent, Smiths Falls. Most other centres can expect very limited growth or, in some instances, a decline in population.

The demand for recreational facilities will undoubtedly increase as people acquire more leisure time and greater mobility. Further development of the tourist industry will likely occur, especially in the Rideau area and the Madawaska and Bonnechere Valleys. However, the region's tourist industry will have to compete with Muskoka, the Kawarthas and the Haliburton Highlands, which all attract visitors and cottagers from southwestern Ontario, and with the Gatineau and the Laurentians, which attract people from Ottawa and Montreal.

Job opportunities will continue to be provided mainly by the government and the trade and service sectors. Manufacturing, while increasing its productivity, will provide only a marginal number of new jobs, owing to increased mechanization and an upsurge in capital-intensive industries with low labour content.

## FOUR BASIC GOALS SUGGESTED FOR THE REGION—AND THE NEED TO MAKE CHOICES

Before it is possible to define the issues that any satisfactory regional plan must take into account, it is necessary to agree on what the ultimate goals for future development are to be. These goals are suggested:

1. To provide opportunities and encouragement for every person in the Eastern Ontario Region to live a full and satisfying life.
2. To help the region achieve whatever level of economic development is desirable taking into account that the province as a whole must also develop in an orderly and rational way.
3. To make sure that the region's development takes place in such a way as to protect and conserve the aesthetic and ecological qualities of the region's environment.
4. To design a structure of local governments that will be meaningful to the people of the region and that will have the authority and the resources to play their part in putting an appropriate long-term plan into effect.

Agreeing on goals is a good basic step, but from these goals, new questions arise. What is a "satisfying life"? What level of development is likely to prove best for the region? How much does the environment need to be protected and conserved to maintain its existing aesthetics and ecology? How much will these goals cost and who is willing to pay to achieve them.

And so on.

## FOR FUTURE DEVELOPMENT, THESE QUESTIONS NEED ANSWERS

People who want to take a serious interest in the future development of the Eastern Ontario Region are well advised to study its problems and potentials area by area. While certain situations are common to the whole region, others are peculiar to one or other of the three areas within it — the Ottawa area, the Lowland area or the Canadian Shield and its adjoining fringe areas. Beyond that, the type and extent of desirable development varies from area to area. It is obvious, for instance, that what is possible or desirable in Ottawa or in the urbanized parts of the St. Lawrence corridor may not be possible or desirable in the northern parts of the Shield or in the region's prime agricultural areas.

The only feasible way to arrive at a workable, long-range plan for the whole region, then, is to consider the important questions that apply to each area, in the light of the circumstances that surround them.

### THE OTTAWA AREA

1. *What is the best way for Ottawa to accommodate rapid growth?*

The Ottawa area has an attractive environment, good municipal services in the built-up areas, a well-educated and highly trained labour force and adequate land for urban development outside the greenbelt, where development pressures are increasing. This pressure has created the need to channel growth in a rational and effective manner that will preserve the area's attractiveness and avoid the social and servicing problems that can arise with urban sprawl. Also, as re-

cent government-initiated studies have shown, the Rideau and Ottawa rivers are being affected by pollution that must be eliminated.

2. *What role is right for the Ottawa area as part of the Eastern Ontario Region?*

Apart from its function as Canada's capital, the Ottawa area is important for shopping, for its universities, for hospitals, for work and for entertainment. Although its social amenities are excellent, the dominance of the federal government as an employer means that the range of jobs is more limited than in other places of comparable size. Most local industries (with the exception of food and beverages) are oriented towards electronics, communications, printing or publishing. As such, they are directly or indirectly dependent on government.

3. *How can Ottawa's prominence as a tourist centre help the rest of the region?*

Ottawa is important for vacationers from elsewhere in Canada and abroad, as a convention centre and as a focus of official visits. Visitors are attracted there by good accessibility and accommodation, the Parliament Buildings, the National Arts Centre, the Sparks Street Mall, various shops, restaurants and services, the scenic drives and special events such as nearby winter sports and the annual tulip festival.

The region as a whole could profit from these attractions by making Ottawa visitors aware of other places in the region that are pleasant to visit and easy to reach as part of a vacation itinerary.

4. *How can the efforts of three levels of government be used to the best effect in developing the national capital?*

The federal, provincial and municipal governments can make a contribution toward each new improvement in Ottawa, be it the beautification of the city, new freeways, parks or bridges, preservation of greenbelt or improved water or sewerage systems for the suburbs. It is important for the Ottawa area to enjoy the benefits of such contributions without any level of government feeling that its rights are being encroached upon. A continuous three-way dialogue should be maintained to ensure that every national capital





development is the product of intergovernmental thinking and cooperation.

### THE LOWLAND AREA

Situated to the east of the Canadian Shield and to the south of Ottawa, the Lowland area contains several of the larger towns, good agricultural land between the two main river valleys, and some excellent recreational attractions, such as parks and campsites along the St. Lawrence.

However, if the Lowland's potential is to be realized, these questions need thoughtful answers:

1. *How can the Lowland's larger urban centres accommodate future growth?*

Urban areas centred on Kingston, Brockville and Cornwall along the St. Lawrence River and on Hawkesbury in the Lower Ottawa Valley are all capable of growth and can reasonably expect it as retailing, manufacturing and service industries expand. Unless growth is carefully structured, the result could be problems associated with suburban sprawl and municipal services. Municipal water and sewer systems need to be enlarged and upgraded to avoid aggravating present pollution problems.

2. *How can the region contend with the western expansion of Montreal?*

Already oriented to Montreal, the people of the predominantly French-speaking eastern counties of the region will likely become more so with development of the Ste. Scholastique Airport. (Hawkesbury and Pointe Fortune are only a short drive from the site.) Conversely, Montrealers in increasing numbers are acquiring seasonal dwellings on the Ontario side, and commuting is not uncommon. There is nothing intrinsically wrong with this trend, but without proper planning or control it could lead to haphazard growth with such attendant problems as urban sprawl and ribbon development.

3. *How can the Lowland's excellent agricultural potential be fully realized?*

Although many productive farms in the area are prospering, some valuable agricultural land, notably land suitable for dairying, is being taken up for rural residences by commuters who work and shop in distant large towns. How much of this type of development should be permitted, and where?

4. *What is the appropriate role for small towns and villages in the Lowland area?*

Although these communities continue to provide their local hinterland with day-to-day necessities, they have been stagnating or declining in business activity and population in recent years. Some of them have potential as attractive and inexpensive places for city and rural residents who are ready to retire.

5. *How should the Lowland's recreational attractions be preserved?*

With pressures of population and economic growth likely to intensify along the St. Lawrence shoreline, the best means should be found to preserve the scenic areas.

### THE SHIELD AND FRINGE AREAS

Almost all the western portion of the region lies within the Canadian Shield. Like the adjacent lowland, this area has mixed potential. Along its fringes lie such recreational resources as the Thousand Islands, the Rideau Lakes, the Madawaska Valley, the Bonnechere and the Upper Ottawa Valley. The area has some forest resources that are not being used, and some untapped water resources as well. Its transportation network is limited by geography and lack of economic development. The population, small and scattered, has remained static because many young people move away. The future of the Shield raises these questions:

1. *What is the best way to utilize the Shield's tourist resources?*

The Thousand Islands and the Rideau Lakes are already developed. However, there are problems of water pollution and some conflicts with industries in towns adjacent to the recreational areas. Further north, very little use is being made of areas that have

good potential for cottaging and for water and winter sports. At the present time they are being neglected largely because they are more distant from large population centres than Muskoka and Haliburton, which attract Torontonians; the Laurentians, which are handy to Montreal; and the Gatineau, favoured by cottagers from Ottawa. There are also conflicts over the use of land and water resources. In the Upper Rideau Lakes and the Madawaska, cottagers compete with hydro plants for water. On the Rideau Canal, water skiers, fishermen, swimmers and boats of widely varied sizes and speeds pursue their sometimes-conflicting activities. In northern Renfrew, the forest and recreation industries are in conflict. Meanwhile, development of the tourist industry is hampered by the scarcity and high cost of capital.

2. *How can this area's towns be encouraged to provide a better range of jobs?*

There are no easy answers to the severe problems of unemployment, the limited services and the slight growth potential of these towns and settlements as they are today. Orderly development of potential recreation areas may be a partial solution, but whatever new industries or enterprises may be encouraged, measures should be taken to preserve the attractiveness and ecology of the area.

3. *Should the Shield's forest resources be exploited more fully?*

They have the physical potential, but more intensive logging is uneconomical, and wood-using industries in this part of the Shield face heavy competition from other parts of Ontario and from abroad.

As these questions indicate, the major issue facing the Shield portion of the region is how much and what type of development should be encouraged in a fairly isolated and sparsely settled area so that residents can be provided with jobs and social amenities, through the better use of the area's resources.



# HOW DIFFERENT TECHNIQUES PRODUCE DIFFERENT PATTERNS OF GROWTH

In arriving at a design for development of any region there are several aspects to be considered. Existing natural and human resources must be assessed. Certain trends, some of them recent, some of them dating back for generations, will be evident. Some of these trends will be desirable and should be encouraged to continue. Others might be detrimental to part or all of the region and should be discouraged or arrested by decisive action. A considerable range of policies is available to influence these trends and to assist in the region's growth.

Consequently, the techniques that can be used to develop a region are also numerous.

On the next several pages, this report shows how the region would shape up in the future if present trends continued and present government policies prevailed. This is followed by three contrasting techniques which, in theory at least, could be used to develop the region in other ways.

It is important to keep in mind that these are presented only as a few simplified examples of many techniques that could be employed. The final plan will be far more complex and, it is hoped, will reflect the suggestions and reactions of the people of the Eastern Ontario Region.

People who are considering the region's

future should also bear in mind that it is bound to be influenced as well by developments outside the region, notably in Hull, L'Outaouais and around Montreal and the Ste. Scholastique Airport.





## HOW PRESENT TRENDS WOULD SHAPE THE REGION

If present trends continued, so would the steady growth of the Ottawa area, with the expansion of federal government activities and related private industries. Increases would also occur in population, economic activity and prosperity at Kingston, Brockville and, to a lesser extent, Cornwall, Hawkesbury and Smiths Falls.

But Pembroke, Renfrew and Perth would stagnate, and the economies of most other communities would not grow fast enough to provide jobs for their naturally increasing populations.

Young people in search of higher education and jobs would continue to move out of both rural and urban parts of the northern and Shield areas. Populations there would thus continue to decline in favor of such growing communities as Ottawa, Kingston and Brockville. As a result, the Shield and many other rural parts of the region would be characterized by a concentration of two groups: elderly people, and people living at a

below-average standard with little chance of doing better in an urban environment.

The economy of Ottawa and environs would obviously remain government-oriented, while other large centres such as Kingston, Cornwall, Brockville, Pembroke, Renfrew, Smiths Falls and Hawkesbury would have mixed economies based on manufacturing, retailing and commercial and personal services.

Agricultural employment in the Lowland would continue to decrease, although production would grow steadily.

Declining job opportunities in the Shield would be only partly offset by tourism and recreation development, much of which would occur along the southern fringe. Forest resources in the Shield would likely remain underutilized.

Water and sewer services would have to be expanded in the urban centres to overcome existing pollution problems and to accommodate new development.

Specialized education and health facilities would continue to be concentrated in larger cities and towns.

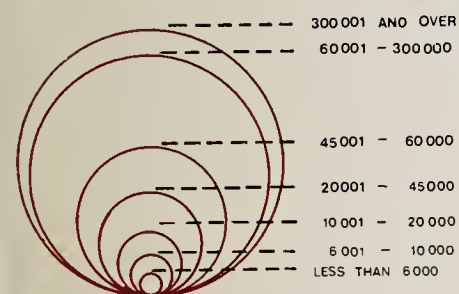
Large-scale planning would attempt only to accommodate private development and its demands for services and transportation. Unplanned strip development would likely occur in the Ottawa area and along the St. Lawrence between the larger cities.

The concentration of growth in certain parts of the region would probably induce local municipalities to co-operate more closely than they now do, but any major restructuring of local government would be unlikely.






“Municipalities would be induced by circumstances to co-operate more closely, but any major restructuring of local government would be unlikely”

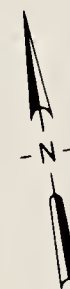
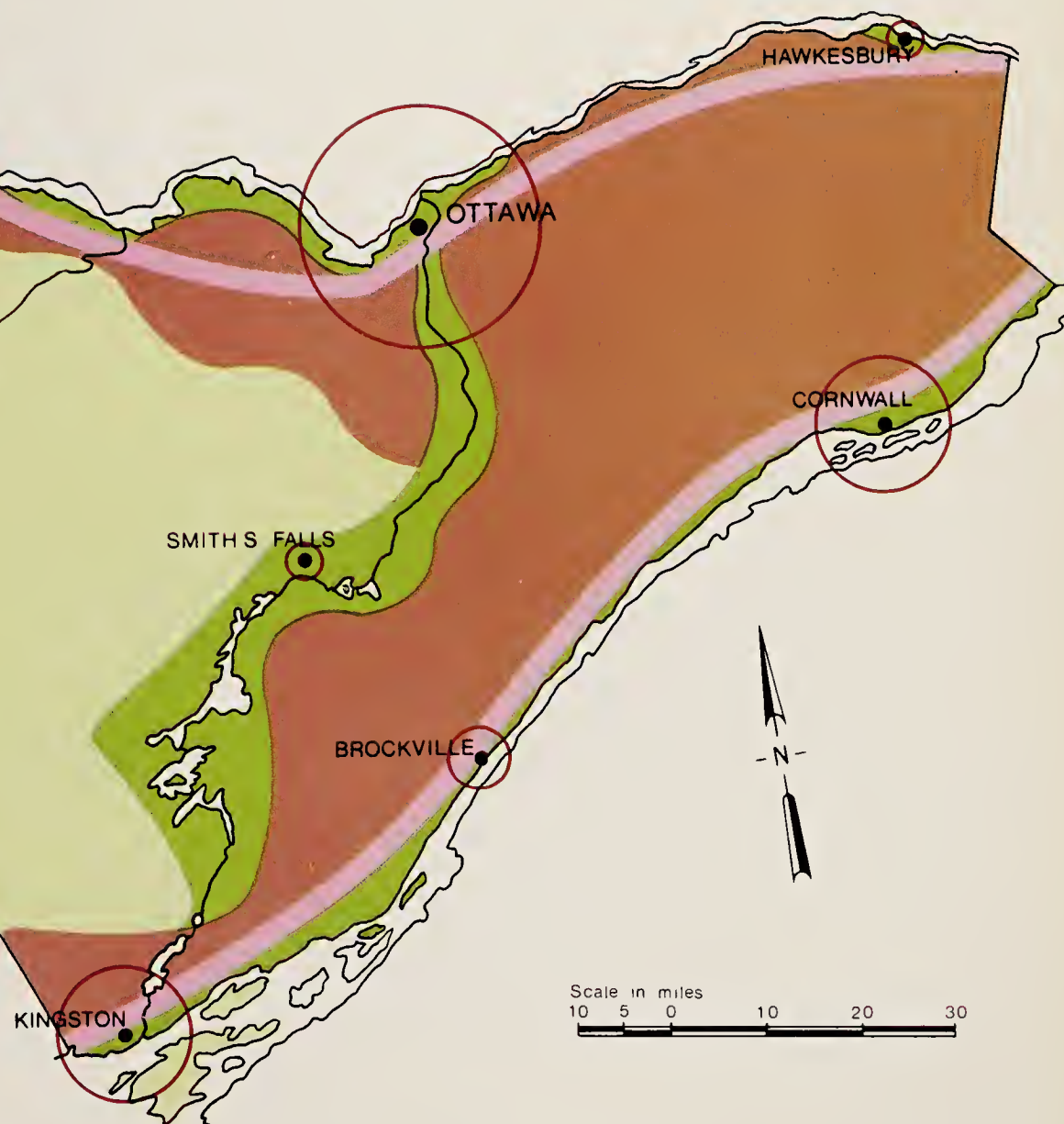
## TRENDS

## LEGEND



1971 Population of urban centres

-  Centres experiencing growth
-  Major transportation and communications links
-  Forestry and recreation
-  Predominantly recreation
-  Mixed uses - predominantly agriculture



Scale in miles  
10 5 0 10 20 30





## TECHNIQUE NO. 1

### CONCENTRATE ALL GROWTH IN A FEW CITIES

One of the more extreme ideas for developing the Eastern Ontario Region would be to concentrate all economic growth in a very few centres. Ottawa and Kingston, for instance, could be encouraged to absorb most of the region's growth over the next few decades.

Job opportunities, especially in retail trade and business and personal services, plus government services (including administration, health and education) would be increasingly focused on these centres. Manufacturing in these centres would also be strengthened because firms are readily attracted to large and expanding cities where a diversified labour force, a full range of services and a large local market are to be found.

Other areas of the region would not be ignored but would be encouraged to specialize. For instance, the Rideau Waterway, the Thousand Islands, much of the St. Lawrence and Upper Ottawa River valleys, and the prime recreational areas of the Shield would be devoted substantially to tourism.

Agriculture would be intensified in the most appropriate areas, particularly the dairy belt.

The region's smaller towns and villages would simply serve the basic needs of local people, surrounding farm families and tourists. They would not attempt to compete economically with the large and growing cities and towns.

Improved municipal services on a large scale would be provided only in the two main centres and in other communities where necessary to avoid further pollution. Towns and villages would not grow beyond their present capacity.

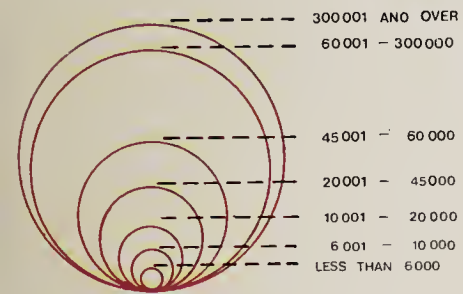
This form of development would call for improved transportation linking all parts of the region to the growing cities, to enable people from outside Ottawa and Kingston to commute readily to new jobs, social services and amenities.

It would also require a high degree of co-operation between the two main cities and surrounding townships, where most of the development would occur. Such co-ordination is already assured in the national capital through establishment of the Regional Municipality of Ottawa-Carleton, but a similar innovation would be needed for the Kingston area.









## MAXIMUM CONCENTRATION

## LEGEND

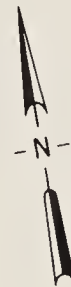


1971 Population of urban centres

-  Centres experiencing growth
-  Major transportation and communications links
-  Recreation and forestry
-  Intensive recreation
-  Mixed uses
-  Intensive agriculture

KINGSTON

OTTAWA



Scale in miles  
 10 5 0 10 20 30



## TECHNIQUE NO. 2 DISPERSE GROWTH THROUGHOUT THE REGION

A second idea for developing the Eastern Ontario Region would be to disperse growth as widely as possible, allotting developments proportionately to cities, towns, villages and hamlets.

Such an idea, however, would work against the trends now apparent. Growth would have to be actively discouraged in the Ottawa area and stimulated in most small communities. Future growth of larger centres — Ottawa, Kingston, Cornwall, Brockville, Pembroke and Hawkesbury — would be based on their existing economies. This would mean expanding their manufacturing, trade, services and (in the case of Ottawa) public administration.

New public and private investment would be directed into all towns and villages. Many communities now relying on one basic activity, such as services to tourists or farmers, would broaden their economic bases with new industry or other service enterprises. This would give them greater stability.

Major government investment would be needed to bring about such dispersed growth and to ensure that all parts of the region received an improved range of social services and jobs.

Present population movements to large cities and towns would decline markedly. Rural areas and small villages would be maintained, and their younger working people would commute to jobs in neighbouring towns.

Farmers would be encouraged to remain in agriculture, dispersed throughout the rural Lowland. Greater use would be made of the region's other natural resources — the forests of the Shield and the scenic areas in various parts of the region.

With the population scattered widely, virtually all forms of basic services, such as water and sewerage, would have to be expanded substantially. The region's transportation networks would also likely need improving.

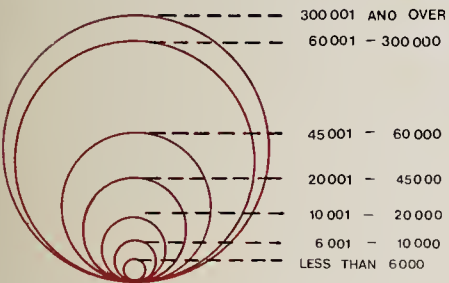
In places where cities and towns are fairly close together, around Ottawa and along the St. Lawrence, gradual growth would see communities slowly creeping toward one another until it became hard to see where one town ended and the next began. This sprawl might also spread into excellent recreational land.

A major restructuring of local government would be unlikely, but many small and economically weak municipalities would have to be strengthened to cope with their future growth and the consequent demands made upon them.



## DISPERSED DEVELOPMENT

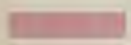
## LEGEND



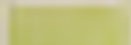
1971 Population of urban centres



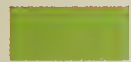
Centres experiencing growth



Major transportation and communications links



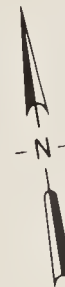
Forestry and recreation



Predominantly recreation



Mixed uses - predominantly agriculture



Scale in miles  
10 5 0 10 20 30





### TECHNIQUE NO. 3 ENCOURAGE THE MAJOR URBAN CENTRES TO GROW EVERY TECHNIQUE HAS ITS ADVANTAGES AND DRAWBACKS HOW YOU CAN PLAY A PART

This idea for developing the Eastern Ontario Region would encourage a number of cities and towns to grow, thus slightly reducing Ottawa's predominance over the region. New industrial, retail and business activities would be concentrated in, say, Kingston, Cornwall, Brockville, Hawkesbury and Pembroke — or some combination of these and other centres. Normal growth in government services and light industry would continue in Ottawa-Carleton.

A few well-defined communities, strengthened this way, would be able to provide a good variety of jobs for their own residents and for people in the surrounding rural areas.

A steady growth of population would justify a greater range of educational, health and social amenities in all these centres, rather than in only one or two.

Clear separation between communities would enable them to maintain their identity, and strip development could be avoided.

In smaller communities, limited development would be allowed.

Encroachment on good farmland and recreational land would be minimized. The prime farming areas in the lowland would be reserved for intensive agricultural production.

Scenic corridors would link various tourist developments along the St. Lawrence and Ottawa rivers, the Rideau Waterway and in the Shield.

More intensive use of the forest resources in the northern part of the Shield might also be encouraged.

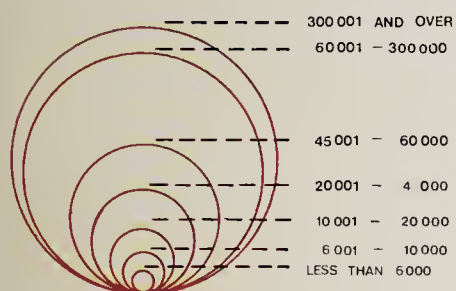
Improved transportation networks would be needed to link rural areas with the growth centres, so as to give all people easy access to jobs and urban amenities.

Local government would have to be restructured so as to ensure that municipalities would co-operate and share their resources.



## GROWTH IN MAJOR URBAN CENTRES

## LEGEND



1971 Population of urban centres

Centres experiencing growth

Major transportation and communications links

Recreation and forestry

Intensive recreation

Mixed uses

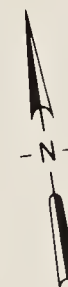
Intensive agriculture

KINGSTON

BROCKVILLE

OTTAWA

CORNWALL



Scale in miles  
10 5 0 10 20 30







# EVERY TECHNIQUE HAS ITS ADVANTAGES AND DRAWBACKS

No plan, however well conceived, can please all the people in every way.

Each of the theoretically possible approaches described in the preceding pages of this booklet — and every other approach that could be considered — has advantages and disadvantages.

Both are evident in the answers to questions that should be asked by anyone evaluating different techniques that could be used to shape the region:

*What type of plan would make the best use of the region's natural resources and existing opportunities for development?*

*Dispersing growth* would encourage some use of most of the region's resources. While small towns and villages served their surrounding agricultural, recreational or industrial areas, larger towns and cities would develop their manufacturing, trade and service industries and provide a steadily growing range of social facilities.

*Concentrated growth* would use the region's resources in a different way. Larger centres would develop more sophisticated industrial, commercial and administrative economies and absorb a large proportion of the population increase.

Agricultural and recreational resources would be free from large-scale urban growth and thus able to develop and thrive without hindrance.

*What type of development would be economically feasible and financially sound while assuring long-term stability?*

Some form of *specialized growth* would probably make the most of existing opportunities: Ottawa would continue to expand its government sector; towns and large cities could attract further industrial and commercial development; prime recreational areas would have a good chance of expanding the tourist industry; farming and forestry could take advantage of whatever opportunities exist for them in various parts of the region.

The result would be an increase in overall productivity, to the benefit of all the people in the region, and to the province and the nation.

In contrast, *widespread dispersal* of capital investment would call for large amounts of government money in the form of subsidies and transfer payments to the region's poorer areas. These would be an unwelcome drain on the provincial treasury.

*What impact would the various techniques have on the people and the region as a whole?*

*Dispersed growth* would bring about little change in the life style of people in the region. As now, the variety of jobs would be limited in most localities, and the number of job openings would be small. Social services would also remain limited. Many young people would, as now, move out of the rural areas and small towns to get jobs or schooling in the larger cities of the region or elsewhere.

People who enjoy small-town life could continue to do so. Others, attracted to the activity, the lifestyle and the amenities of the cities could, as now, have plenty to choose from.

In time, however, a dispersal of growth might eliminate the hamlets without encouraging much widening of the range of interests now provided by the cities.

*Concentrated and specialized growth* would accelerate the shift of population from rural to urban areas. People looking for

work would find a wider range of jobs to choose from in the cities and larger towns. There, as well, they would find a good range of educational and medical facilities, wide choices of entertainment and a good variety in shopping.

Industry and commerce would enjoy the benefits of a large and more adaptable labour force and would be able to operate on a larger scale, and probably more efficiently, than now. As a result, the region would become more competitive.

At the same time, this type of growth could retain the region's most attractive basic qualities: scenic and agricultural areas would remain untouched by urban development.

*What are the implications for social and economic efficiency?*

*Wide dispersal* of growth would also mean more-or-less equally wide dispersal of public and private social services (e.g. government assistance to the aged; opticians' offices) and economic services (e.g. banks, insurance agencies). However, the total benefits, being spread thinly, might amount to less for the region as a whole and might cost more than they would under a policy of *concentrated development*. This is simply because it costs more to administer many small offices (in either the public or private sector) than it costs to run a few offices in a few central locations.

The same principle holds true for retailing: a store can operate with lower overhead and offer goods at lower prices if it is doing high-volume business under one roof, in a central location. But a small store serving a tiny hamlet would meanwhile have a hard time staying in business without some sort of outside support.

*Concentrating growth* in a few centres also provides economies in certain municipal services. Roads, water, sewers and schools can be provided more efficiently where populations are concentrated rather than dispersed.

"Some form of specialized growth would probably make the most of existing opportunities"

In industry, concentration broadens the possibility for enterprise: one large plant can give rise to development of many small plants, shops and service trades. With several companies associated in this way in a large town or city, the market is larger, services are more diversified, and the labour pool is bigger. Labour, in turn, enjoys more mobility; a man who doesn't like the job he has can move to another one without leaving the area. And the community itself is not precariously dependent on a single company or industry, as some small towns are.

Despite the advantages of concentrated growth, some people in the region may favor a policy of dispersed growth for at least two rather compelling reasons. First, they may prefer life in a small village and be willing to get by with a minimum of services in return for a low rate of taxes. Secondly, they may be wary of drawbacks of having growth concentrated in large communities where certain social costs, such as traffic congestion and higher crime rates, can nullify the advantages of efficient growth.

These, then, are just a few of the advantages and drawbacks that exist for three of the most obvious planning policies. As the region-wide dialogue for development goes on, other questions can and should be raised about these and other conceivable policies. The feasibility of each alternative should also be questioned, for it may not be feasible, for instance, to completely disperse or completely concentrate growth in any region. Inevitably, the final plan will be based on policies lying somewhere between the extremes and may well involve a combination of several growth-controlling and growth-stimulating techniques.

Meanwhile, long before a plan for the region is adopted, certain individual economic programs already underway in the region can, and perhaps should, be changed. The Equalization of Industrial Opportunity (EIO) program may be modified in the light of experience gained, to avoid problems that have become evident. The joint federal-provincial Agricultural Rehabilitation and Development Administration (ARDA) program is continuing, but many other ministerial programs are under review with the general reorganization of the Ontario government. Now, however, all government activities are co-ordinated at the highest policy level, as well as at the levels of the technical liaison committee and the Regional Advisory Board. This arrangement assures thorough co-ordination between programs, avoids duplication of effort, and is helping to make the regional development program more responsive than ever to the needs of the people.

“Inevitably, the final plan will be based on policies lying somewhere between the extremes”

## HOW YOU CAN PLAY A PART

This report discusses the major economic and social issues facing the Eastern Ontario Region and points out some of the problems that will arise in its future development. It emphasizes the need for a plan through which growth can be guided, controlled or induced.

This report does not assume that all growth is good regardless of its direction or degree, but it does assume that some measure of growth is both inevitable and desirable.

It also assumes that the people of the Eastern Ontario Region endorse the basic provincial aims of providing job opportunities for all who want them, and of nurturing a social and economic climate in which people, as individuals, can use their capabilities to the fullest.

There are no pat solutions or final answers in this booklet. Its comments and observations are offered as a way of encouraging the people of the region to think seriously about the future and to help search for the answer to one fundamental question: “What kind of region do we want?”

Soon after this report is issued, a series of public meetings will be held to discuss the contents and give everyone a chance to react to it.

Briefs and other submissions are also invited, for they can be most useful in helping to create a plan that truly reflects the wishes of the people.

To make any regional plan a success there must be a solid effort from all levels of government, plus a full, frank and thoughtful expression of views from municipal organizations, other public groups, businessmen, industrial leaders, farmers and other citizens.

Only with your help and participation can this program provide the guidance and controls that will help your region cope with — and benefit from — the changes that lie ahead.



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Ontario. Regional Development E  
Design for development :  
prospects for the eastern  
c.1  
region.  
eeek  
mai

You are invited to send your suggestions  
and comments on this report to:

The Treasurer of Ontario,  
Queen's Park,  
Toronto 5, Ontario.

